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Dec 57

MEMORANDUM FOR: Deputy Director (Support)

SUBJECT: Transmittal of Survey Report

1. The accompanying paper presents observations and proposals stemming from a review of personnel management procedures employed in certain elements of the DD/P organization. Limitations of time dictated a narrowing of the survey primarily to a consideration of personnel work performed in the PE Division, combined with an examination of the sequence or flow of these activities outside the Division in order to examine critically the effectiveness of existing allocations of responsibilities.

2. When it became apparent that time did not permit a broad survey at the Area Division level it was initially still hoped that the findings in the PE Division could serve as a prototype of personnel workload problems at the Area Division level generally. This hope did not materialize. A cursory look at one or two other Area Divisions demonstrated that each Division has developed a relatively independent system for exercising its internal personnel responsibilities.

3. To a degree, undoubtedly it is wise to permit individual adaptation to separate operating requirements and conditions. However, the situation appears to have evolved beyond such healthy development; systems of files, forms, reports and paper routings have occasionally grown up or been preserved without critical scrutiny to insure that they represent useful requirements.

4. The varying ratios of personnel people to total manyear strength of the separate Divisions partially reflect the individual status of the personnel programs of the Divisions. These ratios are shown in the following breakdown:

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SUBJECT: Transmittal of Survey Report

	<u>Personnel Strength</u>	<u>Employees Doing Personnel Work</u>	<u>No. Employees Served by 1 Personnel Employee</u>
EM			46.5
FE			39.2
NPA			69.3
SE			38.5
SR			57.1
WB			69.8
WH			80.0

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Comparisons based on ratios may well be quite superficial, since these figures ignore the different requirements which confront each Division. Despite this limitation, it is felt that we have yet to satisfy ourselves that all the duties being performed are necessary to carry out a good program of personnel management internal to the Divisions.

5. In summary, this general situation deserves examination in more depth than applied during the present survey. With this in mind, a staff member of the Office of Personnel is now carrying on such a more detailed study of personnel-type operations at the Division level. It is anticipated that the results of this additional study should point to means for accomplishing more simplified and more economical operations.

6. Finally, in order not to delay providing you with the results of this study, I am sending it forward with the recommendation that we redraft the statement made under paragraph IIG, "Harmonizing Ceiling Policy with the Agency Personnel System," in the light of findings we have made in working out the flexible T/O; and that we expand on paragraph IIA, "Career Panel Responsibilities," to include a definition of the functions of the panel chairman.

Gordon M. Stewart  
Director of Personnel

Attachments

Distribution:

062 - Addressee

3 - OD/Personnel

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**SURVEY REPORT OF PERSONNEL PROCEDURES  
AFFECTING THE DD/P ORGANIZATION**

**I. PURPOSE AND SCOPE OF SURVEY**

To review Agency procedures for exercising personnel management functions for personnel assigned to the DD/P in order to ascertain what improvements, if any, should be introduced in the interest of good administration of the Agency's program.

Accordingly, the scope of the study includes personnel functions performed in the field stations/bases, as well as responsibilities discharged by various Headquarters' units.

**II. REVIEW OF ORGANIZATIONAL CONCEPTS CONCERNING ADMINISTRATION OF PERSONNEL ASSIGNED TO THE DD/P**

A number of the organizational devices and channels employed within the DD/P organization for exercising personnel management functions have outlived the special personnel concepts and philosophies to which these mechanisms were once addressed. The objectives of the Career Service program have now been assimilated into overall Agency personnel management policy. Accordingly, arrangements which in effect were accommodations to a prior stage of development no longer possess as valid a basis, and contribute to confusion concerning responsibility, to weakened coordination, and to inefficient functioning.

**A. Career Panel Responsibilities**

The Career Panels now functioning in the FI and PP Staffs work almost exclusively as career planners for personnel whose specialties are identified with the staffs concerned--either FI or PP. However, actual decisions affecting these employees in terms of promotions, reassignments and related matters are deliberated by the Sections (A, B or C) of the Clandestine Services Career Service Panel. Despite various efforts to minimize the disadvantages of this separation, the problems of coordinating planning with action are obvious.

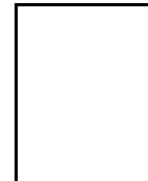
The planning panels (together with the staffs which furnish technical and clerical support) were retained in the FI and PP Staffs, after the adoption of a consolidated CS Career Service, which generally vested decision-making responsibility in the Clandestine Services Career Panel, the TSS Panel, and the Clerical

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Panel, under the guidance of the Clandestine Services Career Service Board. At the same time, staff responsibility for administrative aspects of the program and for technical and secretariat support to the Board and Panels was assigned to the Clandestine Services Career Management Officer (CS/CMO). This pattern is illustrated on the accompanying chart (Tab A).

Each panel is supported by a technical and clerical staff. The PP Career Service Branch (supports the PP Panel) comprises:

1 Career Management Officer	GS-13
1 Career Management Officer	GS-12
1 Personnel Assistant	GS-9
1 Personnel Assistant	GS-7
1 Secretary Typist	GS-6



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Additionally, the PP Staff utilizes--to perform day to day personnel tasks--the following:

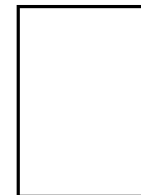
1 Personnel Officer	GS-11
1 Personnel Assistant	GS-7



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The FI Staff, exercising planning cognizance over a much larger number of employees than the PP Staff, utilizes the following complement for combined career planning support and regular FI personnel tasks:

1 Personnel Officer	GS-13
1 Personnel Officer	GS-12
1 Personnel Officer	GS-11
1 Career Management Assistant	GS-7
1 Personnel Assistant	GS-7
2 Clerk Typists	



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It is estimated that 50% of the working time of each of the five technical personnel above is devoted to career planning work in support of the FI Panel's objective.

The following positions have been established to give technical and clerical support to the CS/ [redacted] organisationally, these positions comprise the Clandestine Services Branch of the Personnel Assignment Division, Office of Personnel.

1 Placement Officer	GS-15
1 Placement Officer	GS-14
1 Placement Officer	GS-13
1 Placement Officer	GS-12
1 Placement Officer	GS-12
1 Placement Officer	GS-12
1 Placement Officer	GS-12



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1 Placement Officer	GS-11
1 Placement Officer	GS-11
1 Placement Officer	GS-11
1 Placement Assistant	GS-9
1 Personnel Assistant	GS-7
1 Pers. Clk-Steno	GS-6
1 Pers. Clk-Steno	GS-5
1 Pers. Clk-Steno	GS-5
1 Pers. Clk-Typist	GS-5

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**RECOMMENDATION:** That the "planning" and "action" panel functions be merged, and that responsibility for such a unified activity be delegated by the CS Career Service Board to the Panels now operating as "action" panels. The technical and clerical personnel necessary to provide staff support to these merged functions should come under the supervision of the CS/CMO in such numbers as are determined by the CS Career Service Board to be needed. Any SF personnel who become surplus as a result of this merger would be appropriately reassigned by the Office of Personnel.

**B. Alignment of Organizational Responsibility with Authority for Approving Personnel Actions and Related Functions**

The incumbents of 16 positions comprising the Glandestine Services Branch, Personnel Assignment Division, Office of Personnel, are physically located in the DD/P organization. [For a listing of these positions, see the preceding section.] These positions are designated Placement Officers or Assistants, and Personnel Clerks (Stenography or typing). The rationale for this unit is that collectively its personnel discharge the Office of Personnel responsibility in connection with the placement of all members of the CS Career Service. The facts are at variance with this formal justification. These Placement Officers also function as Career Management Officers and in this role perform, for the DD/P, essential personnel support responsibilities associated with his role as Head of the CS Career Service, including staff support to the "action" panels. Subsequent to approval of personnel actions by the "action" panels or by the CS Career Service Board, these Placement Officers-Career Management Officers authenticate the personnel action requests in three separate capacities:

- (1) In behalf of the DD/P [this in the capacity of CMO]
- (2) In behalf of the Chief, PAD [this in the capacity of Placement Officer]
- (3) In behalf of the Director of Personnel [this in the capacity of delegated agents of the Director of Personnel, certifying that all legal and policy requirements have been fulfilled and that a formal, official document is to be prepared for this purpose.]

Understandably, no cases have been cited where an individual approves a personnel action in one capacity and indicates disapproval of the same action in another capacity. In practice, the determinations of the Panels (or, when applicable, of the CS Career Service Board) generally represent final approval. If the Placement Officers-Career Management Officers have advised or influenced courses of action by the Panels, or by the Board, they have done so in their designated roles as CMO's and not as OP Placement Officers. Theoretically, these same individuals as designees of the Chief, Personnel Assignment Division subsequently exercise a review of each action prior to giving official placement approval. If exercised, this function would conflict with the actual exercise of authority by Career Service heads, and particularly in the light of the understandings concerning assignment responsibilities as outlined in the recently approved paper, "The Role of the Director of Personnel."

RECOMMENDATION:

- (a) That in order to emphasize the role of the SSA/Pers/DDS as the staff arm of the DD/P for personnel matters affecting the Clandestine Services, the position be located on the T/O of the SSA/DDS. The incumbent would continue in his capacity as Career Management Officer for the Clandestine Services Career Service. Additionally, the three other positions (one GS-15, one GS-13, one GS-7) now grouped under the SSA/Pers/DDS would be shifted to the SSA/DDS T/O.
- (b) That the present CS Branch, Personnel Assignment Division, Office of Personnel, be discontinued. The sixteen positions making up the CS Branch should be transferred to SSA/DDS and the incumbents charged with providing necessary support for the functioning of the CS Career Service structure. The anomalous role of the present members of the CS Branch, PAD, as Office of Personnel Placement Officers would be discontinued.
- (c) That the function of authenticating personnel actions (prior to the final typing of the official instrument) for the Director of Personnel be performed by a designated employee of the Records and Services Division. Such authentication shall indicate that the actions concerned meet all legal, technical and policy standards.
- (d) That concurrence in personnel actions by the Chief, PAD, will be required only in cases specified by the Director of Personnel, to include, perhaps, personal rank assignments, new hiring in grade GS-9 and above, actions involving position categories for which Agency surplus personnel possess assignment qualifications, reduction in grade, consultant hires, and others to be specified.

- (a) That the Personnel Assignment Division be reorganized in recognition of the fundamental changes of concept concerning the proper location of responsibility for individual assignments. These developments highlight, as a chief responsibility of the Personnel Office, the need to help the Career Service components, and operating supervisors, fulfill their personnel management responsibilities while maintaining reasonably consistent application of policies and standards. In the Agency this responsibility is becoming at the same time a basic philosophy of personnel management. Putting this philosophy into practice requires an organization structure which is attuned to the objectives.

Accordingly, it is proposed that the Personnel Assignment Division be reconverted in order to serve as the means through which the Director of Personnel can better realize these aims. It is proposed that the new Division be titled Personnel Operations Division. This new Division should be staffed with a group of high-caliber generalist-type Personnel Officers. These individuals, perhaps designated as Personnel Representatives, would be responsible for performing or coordinating the performance of tasks, involving continuing liaison and contact with career service and operating officials, for which the Director of Personnel has responsibility. These Personnel Representatives would be assigned to organizational segments or to Career Services, as considered appropriate. They would be made responsible for maintaining alertness to any problem areas developing in the components or Career Services which should be addressed to the Director of Personnel or to components of the Office of Personnel for such help as may be appropriate (for example, situations concerning individual employees which may eventuate in disciplinary or separation action, should be referred to the Special Assistant to the Director of Personnel; problems of pay and position evaluation - coordinated with the Position Evaluation Division; they would perhaps conduct exit interviews of all or selected categories of personnel; they would coordinate specially designated cases of personnel reassignment involving more than one Career Service; they would indicate Office of Personnel approval for new hires, consultant employment, involuntary separation, and reduction in grade; and through inspecting or monitoring internal Agency personnel management, they would be responsible for continually apprising the Director of Personnel of the need for new or revised policies and standards under which the level of overall Agency personnel management can be steadily improved.

#### C. Harmonizing Ceiling Policy with the Agency Personnel System

Personnel ceilings are now allocated by the Director of Central Intelligence to the Deputy Directors who, in turn, sub-allocate to the components under their control. However, the Agency's plan for

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personnel administration places responsibility in the individual Career Services for deploying among Agency components the numbers and kinds of personnel needed whose skills are identified with the functional areas in which the particular Career Services specialize.

Responsibility for maintaining personnel strength at or below ceiling limits concurrently suggests control over the personnel operations which affect augmentation or reduction of personnel strength. Where personnel accounting is performed on organizational lines at the same time that numerous rotations are effected under the aegis of separate Career Services, even very vigilant coordination cannot forestall accounting discrepancies which penalize individual components. Time lags associated with normal and necessary processing procedures for formalizing assignments of out-bound or in-bound overseas personnel who belong to Career Services other than the Clandestine Services have the result of attributing to organizational elements of the DD/P a personnel strength in excess of actual personnel whose services are available to the DD/P. For example, when overseas positions are filled through the assignment from outside DD/P of personnel carrying a non-Clandestine Services designation there is levied on the DD/P organization the requirement to give up an additional ceiling position pending the completion of a prescribed period of tour overlap, home leave, and PCS travel, and ultimate reassignment to a Headquarters office of the individual who has been replaced.

The ceiling distribution system as now employed deprives the Career Service Boards and Panels of certain controls without which their personnel management functions are put under definite disadvantage. In some cases, the separate Career Services do not have firm enough measures of the staffing requirements which involve their member personnel. The aggregate of Agency positions identified with a particular Career Service is not now a reliable measure of the staffing demands made upon the Career Service for its personnel. Circumstances which contribute to this include:

- (a) In spite of the best effort to equate T/O's with ceiling it cannot be expected that the T/O structure approved for an organizational element will always match the actual number of personnel on duty there. Consequently, some positions on T/O's are inactive, while others may be used necessarily to accommodate more than one individual. The line organizations concerned determine which positions are active and which inactive, and these determinations fluctuate from time to time, and the demands made upon Career Services fluctuate correspondingly.

-6-  
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- (b) Agency positions may be, and in many cases are, filled by personnel with Career Service designations different from those with which the positions are identified.

RECOMMENDATION:

That in order to strengthen the personnel management function of the Career Services, and at the same time make more effective the Agency's ceiling administration, personnel ceilings be allocated on a Career Service basis, in lieu of the present organizational basis. This change can be accomplished within present budgetary procedures, which, of course, follow organizational lines. In the budget process, it would require relatively close coordination between Career Service supporting personnel and the line organizations which use personnel with the designations concerned. Logically, such personnel reductions as the Agency may desire to make from time to time can be implemented with much greater facility through a system which distributes ceiling allocation among career service rather than organizational components.

III. CURRENT PLANS AND STEPS TO SIMPLIFY PERSONNEL WORKLOAD

Several developments, each intended to reduce paper work in field Station/Bases, are currently being implemented or coordinated for approval.

A. Letter of Authorization

A considerable volume of correspondence between Headquarters and field Stations/Bases now revolves around the present practices of issuing LOA's to military personnel detailed to CIA. These LOA's are intended to define the entitlements of military personnel to various allowances during their duty with the Agency. By attempting to anticipate the conditions under which each military member will carry out his field assignment, the LOA procedure necessitates the preparation of amendments at Headquarters whenever a change takes place not provided for in the individual's LOA. Actually, it is estimated that at least 90% of all military details are subject to circumstances of assignment which can be adequately provided for under the cover of a broad general regulation spelling out their entitlements under varying conditions. In other words, field finance officers, upon certification of Station/Base Chiefs, should be in a position to make routine payments without the need to have amendments for authorization merely because LOA's did not provide for all contingencies. As a single example of this

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Current Action: The Military Personnel Division and the Contract Personnel Division are now developing a proposed Agency regulation which would specify the entitlements of military personnel under a variety of conditions likely to exist during overseas tours. The effect of this regulation would be to eliminate 90% of the LOA's now issued. The additional effect would be to eliminate the need to exchange considerable correspondence between the field and Headquarters concerning LOA's.

#### B. Periodic Step Increases

The Office of Personnel has within the past two or three weeks forwarded for coordination a proposed revision of Agency regulations concerning periodic step increases which eliminate the requirement for positive certification of satisfactory performance as a basis of granting step increases. Under the new procedures supervisors will be required to respond in writing to notification of pending step increases for their personnel only if they desire to withhold approval. Field Station/Bases would not be contacted unless the Area Division concerned considered it appropriate in given cases. This latter change will produce a very substantial reduction in Headquarters/field correspondence, since present procedures require positive certifications in each case.

#### C. Job Descriptions

A requirement in the FE area which has been particularly burdensome to Station/Bases which do not have personnel officers has been that having to do with the submission of job sheets to accompany requests for the promotion of personnel assigned overseas. These job sheets, for a variety of reasons, have more often than not been completely ignored in the processing of promotion at Headquarters. This situation has been recognized both in the field and in Headquarters. The FE Division has just taken appropriate action to eliminate the requirement that job sheets accompany promotion requests (except when slot reclassifications are also requested). (See [redacted] dated 25 Nov 57, attached hereto as Tab B). This same clarification should be furnished other overseas areas, to the extent that a contrary understanding exists.

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can be transferred from the field to Headquarters. The FE Division has recently taken steps to do this (see FE [redacted])



### K. Flexible T/O's

The pending installation of a Flexible Table of Organization system will result in very greatly reduced internal paper processing. Under this new system, operating officials will be able to exercise considerable discretion in initiating personnel assignments without, at the same time, invoking the present time consuming procedures to establish new positions when the desired positions are not already included on existing T/O's.

## IV. ADDITIONAL WORKLOAD REDUCTION POSSIBILITIES

### A. Processing of Fitness Reports

The flow of FE Field Fitness Reports through Headquarters' channels is cumbersome. This is reflected in the accompanying chart (Tab B). Not only should streamlining be effected in the FE Division, but routing as it involves the Office of Personnel should be simplified. After the Office of Personnel receives the original Fitness Report, it is forwarded to the SSA/Pers/IDS for review by the Career Management Officers who support the CS Panels. Following such review this original is then returned to the Office of Personnel for filing. Meanwhile one carbon copy of the Fitness Report which has been travelling the review circuit in the FE Division is also enroute to the SSA/Pers/IDS for filing in the appropriate Panel "soft" folder.

### RECOMMENDATION:

- (a) That the Plans Staff collaborate with the SSA/Pers/IDS to develop a simplified plan of routing Field Fitness Reports in the MD/P organization to eliminate present duplicate handling.
- (b) That the third copy (second carbon) of the Fitness Report be eliminated. This copy was requested originally by the Office of Training in order to conduct follow-up studies on the functioning of the Fitness Report program. It is understood that OTR now makes little, if any, use of the copy forwarded to that Office. Elimination of this copy would be helpful from the field viewpoint.

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- (c) That the possibility be explored for reducing the number of Fitness Reports required from the field. It is considered appropriate (as is now done) to ask field officials to prepare an initial rating six months after the PCS arrival of a new employee, and annually thereafter. However, the additional requirement that a form be executed at the time of PCS departure if more than six months have passed since the last previous report is burdensome in relation to the benefits derived. It is suggested that, when applicable, field officials be allowed to satisfy the terminal rating requirements with the statement that "no changes in evaluation are contemplated by the rater since submission of the last Report." If an actual change in appraisal is appropriate, field officials may still prepare a formal terminal Report.

**B. Dispatches to Field Notifying Overseas Personnel of Their Next Assignments**

Such dispatches (for members of the GS Career Service) are now prepared by the Area Divisions concerned following receipt of information from the appropriate staffs which support the GS Panel.

RECOMMENDATION: To locate this function where it properly belongs from an organizational viewpoint, and at the same time eliminate extra work, these dispatches should be prepared by the Panel staffs.

**C. Simplify Routing of Travel Orders**

At present, travel orders authorizing PCS travel for personnel scheduled to go to or return from field Stations/Bases must be routed for concurrence to the technical staff (FI, PP or to the SSA/DHS) with which the overseas position concerned is associated. Such concurrence would appear to be redundant; in the case of out-bound personnel the transfer has already been passed on by the appropriate GS Panel; in the case of returning personnel, distribution of the appropriate Field Reassignment Questionnaire serves to put all interested offices (including the staffs) on notice concerning the individual's pending return.

**D. Field Approval of Maternity Leave Cases**

Under existing regulations  approval of maternity leave applications from field employees is vested in Headquarters. This creates unnecessary paperwork, since approval is, in effect, required under general government policy.

RECOMMENDATION: That field Station/Base heads be authorized to approve maternity leave applications.

**E. Preparation of Correspondence Pertaining to Credit Union, Insurance, and Medical Reimbursement Cases**

Currently, there is much duplication of work in Headquarters concerned with getting correspondence to the field concerning these subjects. This duplication results from the preparation by the Credit Union and by the Benefits and Casualty Division of memoranda regarding individual accounts (Credit Union or Insurance) or claims (Insurance, MEC, Agency reimbursement programs for personnel and for dependents). The contents of such memoranda are then reincorporated into dispatches prepared by the Area Divisions for transmittal to field Stations/Bases. The FE Division has taken the initiative in asking that such correspondence be prepared directly by the Credit Union or the Benefits and Casualty Division, as appropriate.

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**RECOMMENDATION:** That the Office of Personnel undertake the development of specific procedures to prepare final-type dispatches to field installations required in connection with claims for medical

that additional study be given to the possibility of eliminating problems which now preclude extending these procedures to Credit Union cases, and to insurance (non-claims) subjects.

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**F. Flow of Field Personnel Actions in the FE Division**

The flow in the FE Division of personnel action requests involving promotions or reassignments of overseas personnel is outlined on the chart which is submitted as Tab E. This chart shows that these personnel actions are cleared through the staffs concerned by reason of the specialty (FI, Support, FP, PMA) with which the individual is identified. Subsequently, the same action is deliberated by an FE Personnel Committee. Since the FE Committee comprises as permanent members the chief of [redacted] it appears that these officials in effect conduct two separate reviews.

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RECOMMENDATION: That procedures in the FE Division be simplified to eliminate the double review mentioned above. Informal information concerning processing in other Area Divisions of similar-type personnel actions would appear to suggest the usefulness of establishing a fairly standard pattern to control the flow of paper in these cases.

V. SUBORDINATE ADMINISTRATIVE REQUIREMENTS ORIGINATED IN THE FIELD

The subordinate organizational relationship of Agency overseas Bases to field Stations provides an environment within which excess work requirements can be easily developed. This comment does not extend to the legitimate and necessary interest which Stations must or should exercise in the position and personnel structure of their subordinate Bases, and such matters as the assignment, reassignment, utilization, promotion and related matters affecting specific individuals. However, no purpose appears to be served in requiring that the most routine personnel matters be transmitted to the Station on an action addressee basis, so that the Station must prepare all over again dispatches to Headquarters pertaining to these routine subjects.

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Appropos of the foregoing, [ ] is now receiving from [ ] on an action (not information) addressee basis, the following kinds of routine correspondence which in all cases require retyping and redispershing to Headquarters. See Tab F for examples.

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- (a) Referral to Headquarters of "Statement of Prior Federal and Military Service" (SF-1114) required to determine leave accrual category, service computation dates, etc.
- (b) Transmittal of insurance premiums.
- (c) Contract amendments to grant wage increase to dependent wife contract employees.
- (d) Transmittal of deposits for Civil Service retirement fund.
- (e) Transmittal of Field Reassignment Questionnaires.
- (f) Transmittal of Field Fitness Reports on clerical personnel.
- (g) Requests for issuance of PCS travel orders by Headquarters for personnel due to complete overseas tours.

In all of the above-listed cases, it is difficult to understand why a single information copy of a dispatch--if even this much is necessary--addressed by the Base directly to Headquarters would not meet the needs of the Station.

25X1A6A The [ ] that position data be identified through such minutiae as occupational series codes introduces new requirements upon field personnel officers which should be avoided since this information--at the field level at least--possesses no value.

25X1A6A The concern of the [ ] over these added reporting burdens is reflected in the following extract of the Base's reply to the

25X1A6A [ ] request for reports: "We are eager to keep you informed, however, your request represents considerable duplication of already existing and continuing reports. We therefore ask that you reconsider your request." (Tab G)

RECOMMENDATION: That administrative standards be written up as guidelines for governing the correspondence and reporting requirements established by field Stations for their subordinate bases. To remedy the specific situation described in this section, that the FE Division clarify for the field elements concerned simpler procedures for relaying very routine materials to Headquarters.